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A Time of Turbulence and Transformation for Internationalization

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1.0 INTRODUCTION

Turbulence and transformation are nouns that appropriately characterize the state of internationalization today. It is a critical time for us, as international educators, to take stock of the major trends, changes and challenges facing the international dimension of higher education.

While turbulence and transformation may imply stress or uncertainty, it is not the intention to indicate that international education is in crisis. Instead, it is time for a wake-up call to reflect on and reconfirm the goals and directions for internationalization. It is time to think about the issues affecting international education, about the proactive and reactive changes that are happening and about how we can best promote, manage, and monitor our objectives.

Increased importance and attention has been given to internationalization in the last decade. This is happening at the institutional, association and government levels. The increased emphasis has been accompanied by a mounting belief in the inherent worth of internationalization. In fact, internationalization has almost become a "motherhood" type of term, at least in the Western world. But this is not the case in other regions of the world where internationalization is seen as a form of westernization or even neo-colonization (Knight and de Wit, 1997). In the West, there is little questioning of changing motivations, almost no debate on the potential negative effects, and very little analysis directed to long-term implications of internationalization. These may appear to be rather harsh criticisms by a strong champion of internationalization. However, it is time to reflect on the meaning of internationalization and its impact.

Others are asking similar questions. "Is it a lack of opportunity, time, motivation to reflect on where we are going,

ask fundamental questions leading us to "self-fulfilling prophecies", or is it a belief in our own rhetoric, reliance on the notion that internationalizing is good, tunnel vision, parochialism in our own discipline and practice?" (Mestenhauser, 1997).

1.1 Purpose

This monograph is a philosophical investigation rather than a research report. Its purpose is to identify, discuss and probe issues; ask questions; challenge assumptions; and generally reflect on the evolution and direction of international education. It is an attempt to step back from the daily work and think about the fundamental issues and challenges influencing our basic understanding and approach to the internationalization.

The paper identifies several of the major societal trends and the risks and opportunities they bring to the internationalization of higher education. A discussion on the changing rationales for internationalization follows and builds on the impact of the societal trends. Finally, an analysis of terms and concepts contributes to a proposed taxonomy, which reflects the changing landscape of international education.

In this paper, more emphasis is placed on analyzing the conceptual aspects of international education (i.e. meaning, rationale and goals) than on operational aspects (programs and activities). However, it is important to note that it is written from a professional practitioner's perspective not a theoretician's. The focus is on the practice of internationalization not the discipline of international education — if in fact international education is a discipline.

1.2 Outline

Aside from this introduction, there are four major sections to this paper.

The objective of the first section is to identify and briefly discuss the impact and consequences of major issues and trends affecting the international dimension of higher education.

The second section addresses the rationales driving internationalization. Is there a gradual but fundamental shift taking place with respect to the primary reasons for and purpose of internationalization? Is this transition one of the main contributors to the tension and turbulence already mentioned? If motives change, what are the consequences for objectives, strategies and expected outcomes. Is the shift conscious or unconscious? Is it even perceptible? Who or what is driving the shift? What are the ramifications?

The third section focuses on the evolution of the terminology and definitions related to internationalization and international education. A study of the vocabulary of international education is fascinating as new terms are appearing with growing frequency in practice and the literature. But are they new terms or are they old terms used in new or different ways? Many are being used interchangeably. Does this mean that there is no difference in their meanings? The risk of confusing and misusing terms and the potential for empty rhetoric is explored and a taxonomy proposed.

The final section asks questions about the impact and direction of international education.

1.3 Terminology

The terms used most often in this paper are internationalization, the international dimension of higher education, and international education. While these terms are very closely related, it is important to make distinctions in how they are used. An orientation to how these terms are used in this paper is necessary. In brief, internationalization describes the process of integrating an international dimension into the major functions of a university or college (Knight, 1994). An international dimension means a perspective, activity or service which introduces or integrates an international outlook. International education is primarily used as a generic term signifying a kind of education which involves or exists between/among the people, culture and systems of different nations. "International" is intentionally used and is differentiated from the concept of "global". These differences are explored in depth later, but for the purposes of general introduction, "international" is used to mean "of, between/among or relating to nations" and global refers to "worldwide".

2.0 WORLDWIDE ISSUES AND TRENDS

A discussion on trends and issues affecting the international dimension needs to be focussed as the number and diversity of issues can be overwhelming (CMEC, 1999; Gerth, 1998; Hawkins et. al., 1998; Knight, 1999). Worldwide societal trends such as globalization, knowledge-based economies, the information and communication revolution, lifelong learning are identified and discussed. Other issues such as decreasing government support, increased accountability, private sector

partnerships, commercialization of research have a direct impact on higher education in Canada and other industrialized countries but are not explored in depth.

2.1 Globalization of the Marketplace and Economy

The term globalization is on the lips of financiers, manufacturers, environmentalists, fashion designers, communicators, health professionals, crime experts and private citizens. In short, globalization is a phenomenon of the 1980's and 90's which affects everyone. Educators are no exception.

The impact of globalization on higher education is significant. The globalized marketplace and economy have resulted in increased interest and opportunities for graduates to be employed by multinational companies. This requires that the higher education sector provide relevant training and education to ensure that graduates are well prepared to work in a more globalized economy even if the majority of them may never leave their home country to work. This has implications for the curriculum, the teaching and learning process, the qualifications and experience of the faculty, the relationship between research and teaching, the links between classroom and experiential-based learning and the association of the education sector with business and industry. Different disciplines and sectors are involved. The most obvious ones include business, economics and management but a globalized economy has an impact on the environment, health, public administration, culture, technology, communication, media and various other sectors and disciplines as well. It may seem like an oversimplification, but it is hard to identify an area which is not influenced by the globalization of the economy.

Due to a number of converging trends, higher education institutions are now competing among themselves and with private education providers for international "market share" in the export of educational products and services. The market is varied and includes higher education institutions; private education providers and brokers; students looking for advanced training, university degrees or in-service education opportunities; investment conglomerates; high technology companies; and public sector agencies.

There is an equally broad range of products and services, e.g. international students, off-shore education programs, training and technical assistance contracts, learning/teaching materials and technologies, and research projects. Many afford opportunities for cooperation, but there is a strong tendency to competition both within the education sector, and between the public education and the private sectors. It is necessary for institutions to be more entrepreneurial, have major investment capacity and think medium to long-term in their approach to the international market. In general, the community colleges in Canada are more flexible and market-oriented to successfully

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compete in this commercial environment. Overall the university sector is not as involved as the colleges, with a few notable exceptions.

The interdependence of nations on many global issues such as the environment, security, health, and the economy necessitates that institutes and universities conduct multilateral and interdisciplinary research. Collaboration between researchers and scholars has been facilitated by new communication and information technologies. Improved and less expensive transportation and communication systems make joint academic activities more accessible for greater numbers. Witness the increased mobility of students, faculty and researchers around the world and the exponential increase in the mobility of knowledge through the World Wide Web and other distance education media.

Related to the necessity of resolving worldwide issues as well as increasing the competitiveness of a country is the growing interest in introducing an international dimension into the curriculum and teaching process. Opportunities abound for academic institutions to establish franchised programs, branch campuses, distance education courses, joint degrees, etc. with international partners in off-shore locations. In short, the impact of globalization on the higher education sector is one of the most significant issues for educators as we enter the 21st century. In fact, globalization can be seen as an important catalyst for the surge in interest and importance given to internationalization of higher education.

2.2 Regionalization

Perhaps as a result of globalization, or at least related to globalization, is a growing preoccupation with regional needs and issues. The creation of regional trading blocs such as North American Free Trade Agreement (NAFTA), the Asia Pacific Economic Council (APEC), and the European Union (EU) are

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examples. The development of regional-based organizations, consortia and alliances are further illustrations of the regionalization trend. In higher education, we see new regional-based mobility programs, e.g. University Mobility Program of Asia Pacific (UMAP). An interesting new initiative from the European Commission involves mobility schemes between regions. The recent EU-ASEAN program and EU-Latin America

program are examples of these schemes and focus in another way on the increasing importance of regional and interregional cooperation. In Canada, the Canada-EU program and the North America Mobility programs organized by Human Resources Development Canada are further examples of interregional and intra-regional programs.

South to south cooperation and networks are increasing. Several Asian countries, including Singapore, Japan and Malaysia, are trying to establish themselves as regional educa-

tion centres to capitalize on the growing demand for higher education. The increased economic competitiveness between and among countries is forcing smaller nations to band together to survive in the global economy; the result is often a regional-based group.

Cooperation within Europe is probably the best known and to some degree the most successful case of regional collaboration, especially in the higher education sector. The European Union has been a powerful catalyst for promoting regional cooperation. The establishment and evolution of the EU's extensive academic mobility programs have resulted from and contributed to a major emphasis on Europeanization. This raises the intriguing and rather complex discussion of Europeanization (or for that matter Africanization) as a form of regionalization different from internationalization. Europeanization can be seen as part of the deliberate and planned agenda motivated by the political and economic objectives of the European Union. Africanization, on the other hand, is used in an indigenous knowledge context and is often referred to as an antidote to the homogenizing effects of westernization. It is therefore used in a very different way.

Much of the discussion on regionalism has been in the context of regionalization versus internationalization. The "versus" approach is not a very productive or helpful way to explore this theme. The key issue which requires further analysis is how to achieve the most appropriate balance of interests and needs at the local, national, regional and international level. When one juxtaposes the interdependence among nations needed to solve some of the global challenges with the growing technological and scientific competitiveness among nations, the importance of finding the optimal balance between national, regional and international levels comes into a clearer focus (Knight, 1999).

2.3 Knowledge-based Societies and Economies

Traditionally, nations have defined their wealth by the extent of their natural resources and their capacity for industrial production. This, in turn, determined the strength of their economy. Nowadays there is a trend toward defining a country's wealth by its capacity for the generation, transfer and servicing of knowledge. There is rapid growth in knowledge-based industries and frequent mention is made of a knowledge-based economy and society. The economy of a knowledge-based society is characterized by the development of advanced technologies and an educated work force, especially those with post-secondary education.

The movement toward a knowledge-based society and economy is one trend which has profound implications for the higher education sector (IDRC, 1996) and relates directly to the international dimension of higher education. The integration of an international dimension into the teaching and research functions will enhance the contribution that universities and colleges can make to strengthen Canada's role and capacity as a knowledge broker. The preparation of a work force and a citizenship which have the values, knowledge and skills to place

Canada in a position to be a knowledge provider and broker is a responsibility that the Canadian higher education sector needs to take seriously.

2.4 Information and Communication Technologies

The rapid development of new information and communication technologies is another example of a major societal trend which has huge implications for the international dimension of higher education.

The international mobility of information has exploded. It is an important complement to the mobility of students and teachers. It clearly does not and should not replace the mobility of people. However, the new information and communication technologies are enabling a far larger percentage of students to have international contacts and access to information than the 5 - 10% of students or teachers who are able to participate in academic mobility programs.

Distance and time are no longer barriers. Opportunities for off-shore or international delivery and access to educational

programs are growing rapidly through the use of new technologies. The excitement of new ways to internationalize the curriculum, the learning process and scholarly activities is tangible. However, unbridled enthusiasm is as much of an issue as the sceptics' cynicism. Careful thought and attention need to be given to why, when and how the new information and communication technologies can enhance higher education and the

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international dimension. The key challenge is to determine how these emerging technologies can be used to enhance the learning process, extend its benefits and bring international expertise together to solve shared problems in new and creative ways.

We must be vigilant regarding the domination of English in business and science. Much electronic data and discussion is in English only. With more and more being available in English, there is a risk that more English-speaking students, especially in North America, will not see the necessity or advantage of learning other languages. The number of Canadians who study foreign languages other than English or French is quite small as it is. This is worrisome. Learning a language is an introduction to learning about another culture, another way of thinking, another perspective on the world or at least a deeper understanding of how other cultures perceive the world. An appreciation of different ways of knowing and thinking about the world plus heightened intercultural skills are important attributes for graduates of colleges and universities.

2.5 Impact of Labor Market

The influence of the labor market is worthy of mention as we are seeing an increase in the internationalization of trades and

professions. The creation of regional trading blocs and the focus on both goods and services involves a significant increase in the mobility of workers and the need for international standards and accreditation programs. This in turn can have a major impact on the education and training offered by higher education institutions both at home and off-shore. Greater attention needs to be given to international accreditation systems for those professions and trades which are currently accredited at the national level only. The Centre for Educational Research and Innovation (Mallea, 1997) of the OECD and the International Centre for Quality Assurance in Higher Education are two organizations addressing this issue and undertaking important research and advocacy work.

Another important factor related to the labor market is the identification of competencies which are considered essential for new graduates to function in a more international work environment. A recent CBIE monograph (Wilson, 1998) has surveyed the research done to date on this subject and highlights the need for further work. The private and public sectors can make useful contributions to this task. The higher education sector needs to take a long-term view and cooperate with these sectors to identify the personal and professional competencies for new graduates to live and work in both local and global work environments.

2.6 Borderless Issues

Issues such as the environment, population growth, security, refugee and immigrant migrations, human rights and health epidemics are not necessarily confined within the borders of one country or region and the impact of the issues is certainly broader than a nation's or a region's borders. These are often referred to as issues without borders and they require international collaboration and cooperation to find the policies and strategies to mitigate the negative effects and to find solutions. Multilateral government agencies, international non-governmental organizations, national governments, the private sector and also the higher education sector all have a role to play at a national and international level to address these issues. The role that higher education plays in researching, teaching and analyzing the issues which are causing a greater interdependence among nations cannot be emphasized enough.

2.7 Lifelong Learning

Increasing recognition is given to the concept of lifelong learning for both the individual and collective good of a country. This constitutes a gradual but profound societal shift and will have a major impact on higher education providers especially. A strong emphasis on learning motivates individuals to learn on a continual basis and helps to equip them with the skills and knowledge to be contributing citizens at the local, national and international levels. Closely related to this trend is the emergence of the information and communication technologies which enables learners of all ages to travel the world through books, CD-Roms or cyberspace and have increased international awareness and exposure.

3.0 RATIONALES

The reasons we give prominence to the international dimension of higher education are many and varied. Furthermore, they are in the process of changing, contributing to tensions and turmoil in international education.

3.1 Diversity of Rationales

At a macro level, rationales differ within and between countries. This is especially true between developed and developing

countries. In Canada, there are differences among the primary stakeholder groups - education, private and public sectors (Knight, 1997) and it is safe to conclude that this is true in other countries as well. At the institutional level there are differences between private and

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public, large and small, comprehensive and focussed, urban and rural, etc. One can find divergences in motivation among the many academic discipline groups. Even at the individual level, one is sure to find discrepancies within and between groups of students, professors, scholars, administrators, technologists and others. The point is clear. There is a diversity of opinions on why international education and internationalization are important and where the emphases regarding rationale should be placed. One could say that this was always the case; however, with the factors of increasing importance and accelerating change, there seems to be more variation and controversy than ever surrounding the question of why internationalization is important.

To help with the analysis and classification of the numerous and diverse rationales, four principal categories were recently developed: academic, political, economic, cultural/social (Knight and de Wit, 1995). These categories are still relevant. But it is tempting to add another category called "profile/status" because of the aspiration on the part of many institutions to increase their international profile for status and marketing purposes. There seems to be a perception that the more international a university is the better it is. But what does "better" mean? This relates to the concern previously expressed about the unquestioned value or worth given to the concept of internationalization. However, since "international status" can be applied to each of the four main categories, it makes sense to include the profile/status factor in each category rather than having it as a separate grouping.

Four principal categories [for internationalization] were recently developed: academic, political, economic, cultural/social

Table One: Categories of Rationales

Category	Examples of Rationales
Academic	<ul style="list-style-type: none"> - prepare graduates to be internationally and interculturally knowledgeable and skilled (human resource capacity of a nation) - ensure that research addresses international and national issues - address, through scholarship, the increasingly interdependent nature of the world and borderless issues, i.e. environment, economy, health - contribute to the international dimension of knowledge systems achieve international standards and reputation for teaching and research - profile/status
Political	<ul style="list-style-type: none"> - contribute to national security and peaceful relations among countries - enhance comparative advantage of economic capacity and strength use education as investment in the "soft powers" of diplomatic and political relations - profile/status
Economic	<ul style="list-style-type: none"> - strengthen economic, scientific and technological competitiveness - contribute to knowledge-based economy - export education products and services for trade opportunities and income generation - profile/status
Cultural/Social-	<ul style="list-style-type: none"> - help promote and preserve national identity and culture - contribute to community and social development at home and abroad - develop and strengthen intercultural understanding and skills - contribute to domestic cultural and ethnic diversity - profile/status

3.2 Academic Rationales

A belief that "knowledge is international" has been a fundamental factor in the founding of institutions of higher education. The concept of "universe" in the word university is testimony to this, pointing even further to the early belief in the universality of knowledge. However, a historical review of the international dimension of higher education shows that

gradually, education has moved away from pure scholarship and has come to serve the administrative and economic interests of nation states and becoming an essential part of the development of national identity (Neave, 1997). Knowledge, and more specifically the international dimension of knowledge, has moved from an academic orientation to one where it refers to the knowledge-based economy and the development of knowledge workers as essential for a nation to be internationally competitive. This reflects more of a utilitarian perspective. So while international has always been integral to higher education, the nature of the international dimension has undergone profound changes and is definitely one of the major issues as we move into the 21st century.

The complex and rather controversial question of "international standards" merits analysis and attention. Two recent studies by the Programme for Institutional Management in

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Higher Education (IMHE) of the Organization for Economic Cooperation and Development (OECD) have focussed on regional comparative analyses. The first included Europe, United States, Canada and Australia (de Wit, 1995) and the second focussed on nine countries in the Asia-Pacific region (Knight and de Wit, 1997). A third project addressed quality assessment and assurance of the international dimension at the institutional level and completed nine case studies in eight countries in five parts of the world. (de Wit and Knight, 1999). An interesting trend

which emerged from all three studies is the frequency with which institutions and governments identified developing "world class" institutions and achieving "international" standards for teaching and research as a rationale for internationalization of higher education. When one probes further on this point, there are two factors involved.

The first relates to the increasingly prevalent perception that if institutions are more international in their outreach and relationships then the more prominence, profile and, by extension, status they will achieve. There appears to be an implicit assumption that the more international an institution is the more qualified it is, without much attention being given to providing information or evidence of this implied quality. The second factor is linked to the growing preoccupation with rankings of higher education institutions. For example, *Asiaweek* now publishes an annual ranking of the 30 top universities in Asia using the same criteria as *US News* and *World Report*. In Canada, we have the *Maclean's* rankings, and, in Australia, the *Guide to Good Universities* prepared by a large publishing company is gaining recognition and credibility. The international dimension is beginning to appear as an indicator in the rankings, albeit not in a substantive way. The number of international students is cited as an indicator but does this reflect the quality and achievement of international standards in teaching and

research? So while the notion of international standards seems to have more visibility and prominence as an academic rationale it is not well defined or substantiated yet. On the contrary, there is a certain speciousness or at least superficiality in the concept.

Beyond the obvious question as to what really constitutes quality and how to measure it, a fundamental question one must ask is whether "international standards" for teaching and learning are desirable. Given the concern of many smaller and developing countries that internationalization is yet another form of westernization and a new form of colonization, is establishing international standards a positive step forward? International standards are thought to be leading to standardization. And that standardization can in turn lead to homogenization. Who sets the standards? How does one measure and monitor attainment and adherence to international standards? What is the impact of having international standards? These are extremely important questions to explore. So while there is growing recognition given to "world class institution", the "global university" and "achievement of international standards for teaching and research", there is very little substantive analysis to back up institutional claims. One must ask if it is any more than empty rhetoric, or just advertising designed to attract more international students and scholars, research and training contracts, and curriculum sales to other countries.

Several academic rationales are based implicitly and in some cases explicitly on the growing interdependence of nations. This interdependence has undergone some fundamental changes over recent years. The pivotal role that the global economy now plays is obvious, given the developments in the World Trade Organization and the GATT. But there is also increasing recognition of our interdependence as regards the environment, health, migration and terrorism. Scholarships have a major contribution to make in understanding and finding solutions to borderless challenges. This necessitates new forms of networking and collaboration among institutions and often in conjunction with the private sector and other public sector agencies. Interdependence may demand more cooperation but we know that as new forms of cooperation develop so do new forms of competition.

Countries that have had an isolationist position or perspective either by choice or by circumstance are acknowledging that links with institutions in other countries through the presence of foreign students, scholars and professionals and information exchange do have a positive influence on the teaching/learning process and research.

In Canada, three recent national studies focussed on the rationales and priorities for internationalization of the Canadian higher education sector. The rationales ranked as the top two in importance by university presidents (Knight, 1994) were to "prepare graduates and scholars who are internationally knowledgeable and interculturally competent and to "address the interdependent nature of the world through scholarship". Another study focussed on the community colleges across Canada and identified that "83% of presidents agreed that recruiting international students is their top priority" (Bolton, 1997). There is a striking difference between the two types of

institutions. The stated rationale of universities seemed to focus more on developing the capacity of Canadian students to live and work in a more international environment whereas the colleges were more focussed on bringing international students to study at their institutions, primarily for revenue purposes. It is tenuous to compare the results of two different surveys as the phrasing and context of the questions is important and has a strong influence on the way questions are answered. However, the difference in orientation is notable and supports the major thesis that rationales are varied and changing. Timing may also be an important element at play here. Since the 1994 survey, there is unquestionably more interest in international student recruitment. The visible role and priority of the Department of Foreign Affairs and International Trade (DFAIT) in this area plus the extensive development of the Canadian Education Centre Network is further evidence. A new national study being conducted by AUCC in 1999 is attempting to gather benchmarking data on the rationales, priorities and activities of universities and it may offer a markedly different picture than the 1994 study.

A third study (Knight, 1997) asked three major stakeholder groups—education, government and private sectors—to rank a similar set of rationales as the 1994 study mentioned above. The three groups agreed on the number one rationale: “to prepare students and scholars who are internationally knowledgeable and interculturally competent”. This is consistent with the 1994 university study.

3.3 Political Rationales

Traditionally, international education was seen as a beneficial tool for foreign policy. Following the Second World War and

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during the Cold War, this was especially true with respect to national security and peace among nations. However, the scenario is changing as the memories of war and nuclear threat fade. Today, there are other reasons and ways that international education carries weight with political and diplomatic relations on both bilateral and multilateral levels. For example, in Canada, there was a clear relationship between the development of the

NAFTA agreement and the establishment of the higher education trilateral initiatives involving Mexico, the USA and Canada. In fact, international education is becoming more closely linked to DFAIT's trade policy and priorities. It might be fair to say that today, national security is more closely aligned to economic security and that international education is playing a role in this area. The involvement of representatives of higher education institutions on the recent Team Canada initiatives is another illustration of the connection between foreign policy, trade and the role of education.

The creation of the higher education programs (e.g. Erasmus, Socrates) within the European Community was conceived as a Europeanization program to help meet the

objectives and aspirations of the new European Union. Higher education has been used as an important vehicle to help students, academics and scholars strengthen their understanding, knowledge and relationships with colleagues in other EC countries. It must be noted that the EU has also recognized the need for greater interregional partnerships and has recently created EU-Canada, EU-USA, EU-Latin America and EU-Asia Pacific programs to promote greater academic mobility and foster better relationships with these countries. This is an example of the “soft power” that international education can bring to foreign relationships between and among countries.

Education, especially higher education, is often considered as a form of diplomatic investment for future political and economic relations. For example, scholarships for foreign students who are seen as promising future leaders are considered an effective way of developing an understanding or affinity for the sponsoring country. This affinity can manifest itself in future years in terms of diplomatic and business relations. It is often noted that investing in international students is a way of developing future goodwill ambassadors for the receiving country.

Likewise, cultural, scientific and educational exchanges between countries are often

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justified as a way to keep communication and diplomatic relations active. However, there is generally a growing trend to see education more in terms of an export product than a cultural agreement. With the universalisation of higher education increasing at an exponential rate there is a strong interest on the part of large and small countries, including Canada, to make the export of education products and services a more important element of their foreign policy. One can detect major shifts in foreign policies where education was once seen in cultural terms and in many cases a development assistance activity to one today where education is seen increasingly as an export or trade commodity. It is important to clarify that “export product” includes the recruitment of international students, which can easily be confused as an import but would be ranked as an export because they bring in foreign currency. This clearly has consequences for the higher education sector at large and for individual institutions. It also impacts on the kind of investments that are made within a country regarding international education. The political rationale is becoming more directly linked to the economic rationale which is the focus of the next section.

3.4 Economic Rationales

The importance of the economic rationale for international education should not be underestimated. This is true for Canada, USA, UK, and several countries in Europe. It is also true for many Asian countries such as Japan, Singapore,

Malaysia, Thailand, People's Republic of China and others who want to position themselves as players in the export/import market for higher education, especially on a regional basis.

At the institutional level, the economic motive or market

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orientation is becoming more prevalent as well. One major factor contributing to the commercialization of international education has been the significant decrease in government support for institutions of higher learning in many countries. Alternative sources of funding are needed. Partnerships with the private sector, increased commercialization of research products and international education are all identified as potential avenues for additional financial

support and income.

The potential for revenue generation from selling educational products and services is increasing exponentially and new communication and information technologies are being developed to facilitate alternative forms of education delivery. Therefore, not only are there enormous numbers of students going to another country for their tertiary level education, there are many who never leave their country to get a degree or diploma from a foreign institution. Innovations and opportunities in the area of off-shore education are growing as institutions see great potential for new international partnerships and revenue generation. Canada is still rather new and conservative with respect to off-shore education and, in general, we are not making the necessary investments or taking the inevitable risks associated with this type of entrepreneurial activity...at least not yet.

A vigorous debate is now underway as to whether the export of education products to international markets is in fact part of internationalization and thereby contributing to the international dimension of teaching, research and service. Clearly, there can be a direct and beneficial relationship between an international market orientation and the internationalization of the primary functions of a university/college or institute. However, the key phrase is "can be" which implies that this is not always the case. If improving higher education is the primary goal of internationalization, not the development of international export markets, it is essential to find the balance between income generation motives and academic ones. Is the benefit of increased funding gained from international initiatives, provided that a portion of the income earned is invested in other internationalization activities, sufficient to make a commercial international education activity a contributor to the international dimension of scholarship and research? Or are there other factors to be considered? How do we differentiate an international export/trade type of education activity which does not make a significant contribution to the international dimension of the exporting institution from those international activities which are income-generating and have a positive impact on the teaching, research, and service functions of the

institution? These questions need further exploration, and must be considered in the context of national priorities, goals and resources for the higher education sector as well as institutional benefit.

Earlier references have been made to the growing influence of the labor market on the internationalization of the higher education sector. With the globalizing of the economy, we are seeing an internationalization of the trades and professions. Regional trading blocs are resulting in a greater flow of trade and professional workers across borders. The development of international standards for licensing and accreditation will thus have a major impact on the education and training offered by higher education institutions both at home and off-shore. Greater attention needs to be given to international accreditation systems for those professions and trades which are currently accredited at the national level only and to the role of higher education institutions in providing relevant education and training.

Countries are focusing on their economic, scientific and technological competitiveness as a result of the globalization of the economy, a growing interdependence among nations and the information revolution. Effective ways to improve and maintain a competitive edge is through developing a highly skilled and knowledgeable work force and through investing in applied research. Both of these strategies involve the higher education sector. Thus at the national or regional level there is a closer and closer link between internationalization of the higher education sector and the economic and technological development of the country.

Effective ways to improve and maintain a competitive edge is through developing a highly skilled and knowledgeable work force and through investing in applied research.

3.5 Cultural and Social Rationales

Traditionally, the cultural and social rationales were linked to the establishment of the cultural agreements and international exchanges already referred to in the section on political rationales; however, changes are occurring in this category of rationales just like in the previous three groups.

An issue which is gaining increasing importance in many of the smaller countries is the perceived homogenization effect on their national and indigenous culture due to the impact of more globalized information and communication systems and the economy. In these countries, the preservation and promotion of national culture is becoming a strong motivation for the internationalization of higher education. International education offers the opportunity to develop international relationships to promote their own culture and teach their national language/s to others, thus counter-balancing the perceived homogenizing effect of globalization.

Related to this point is the need for improved intercultural understanding and communication. The preparation of graduates who have strong knowledge and skill base in

intercultural relations and communications is considered by many academics as one of the strongest rationales for internationalizing the teaching/learning experience of students in undergraduate and graduate programs. In fact, many would argue that attention to intercultural relations has to start much earlier than tertiary level of education.

International education offers the opportunity [for smaller countries] to develop international relationships to promote their own culture and teach their national language/s to others, thus counter-balancing the perceived homogenizing effect of globalization.

The cultural and social rationale gives more emphasis to the overall development of the individual as a local, national

and international citizen. Citizenship involves more than being a productive member of the wealth generating society, which the economic rationale clearly emphasizes.

Finally, the acknowledgment of cultural and ethnic diversity within and between countries is considered a strong rationale for the internationalization of a nation's education system.

3.6 National Policy

It is important to note that the discussion on rationales has for the most part focussed on the macro level, that is to say, the national level and to a lesser degree the institutional level. The two levels are linked but not always in an explicit or direct way. The analysis of national level policies on international education is an important and little researched topic. The one exception is the recent European study, *National Policies for the Internationalization of Higher Education in Europe* (Kalvemark and van der Mende, 1997) which attempted a comparative analysis of eight different countries' policies. The picture the study paints is one of diversity and for the most part a lack of coherence in policies related to international education at the national level.

In Canada, the development of a more coherent national policy framework has long been urged (DFAIT, 1994; Knight, 1996; Tillman, 1997; CBIE, 1998). The establishment of a coalition of national education organizations in 1997 is a positive step forward. The members of the coalition are the Canadian Bureau for International Education, the International Council for Canadian Studies, World University Service of Canada, the Canada-US Fulbright Commission, the Association of Canadian Community Colleges and the Association of Universities and Colleges of Canada. This group proposing an International Learning Strategy for Canada that would clearly enunciate a vision, goal and targets, and commit the country (chiefly from the federal government) to accomplish a complex of programs tailored to achieve them.

In summary, it is important to repeat that these four groups of rationales are not distinct or exclusive categories. An individual's, an institution's, or a country's rationale for internationalization is a complex and multi-levelled set of reasons which evolve over time in response to changing needs

and trends. Therefore, the purpose of these categories is to try to illustrate the breadth and complexity of factors which need to be taken into account when trying to articulate the most important reasons for internationalizing higher education. The overall objective of this section of the paper has been to discuss the trends, issues and challenges of the rationales in each category and address the need for a balanced approach, especially in the present decade of globalization, which some equate to commercialization.

4.0 EVOLUTION OF TERMINOLOGY AND CONCEPTS

Terms such as transnational education, globalization, comparative education, world studies, internationalization, global competencies, internationalization strategies, global education, and more, are currently being used in the practice of international education and in the literature. It appears that a new vocabulary of terms related to international education is developing. But are they terms being used to describe new phenomena or existing ones?

In many ways it can be a good sign that a new vocabulary is being introduced as it signals developments and either implicit or explicit changes. However, if there is confusion about meanings and if terms are being used interchangeably (with no attention to differences, similarities and interconnectedness) then rhetoric can result.

"Over the past two decades, the field of international academic exchange and study abroad has become a curious hybrid between an academic discipline and a professional practice whose discourse is often characterized by the repetition of unquestioned dogmas and the use of inadequately defined terms" (Gruenzweig and Rinehart, 1998). Moreover, it seems that terms are being tossed around for rhetorical flourish and self-aggrandizement.

The objective of this section is to review concepts, definitions, meanings, and terminology and to try to develop taxonomy. The attempt may be viewed as either naive or presumptuous. However the words and concepts we use in the daily practice of international education form the foundation of our work. Admittedly the development of a taxonomy is a long-term undertaking and the material provided here should be thought of as a work in progress. By initiating a discussion and perhaps a debate, it is hoped that we will start and continue to critically assess what we mean and what are the goals and intentions for international education and the process of internationalization.

In an attempt to be somewhat systematic and as clear as possible, a number of charts are used to develop a lucid and cohesive classification system. The key feature of the classification system is the relationship and connectedness between and among the terms.

4.1 Defining International Education

The first part of the discussion focuses on the term that is most fundamental to this discussion which is international education.

Inherent in this term are two root concepts - international and education. These two concepts will guide the analysis with more emphasis being placed on "international". Why international? Because international is an adjective used to modify the noun education and is most often used interchangeably or confused with other related concepts. The related concepts can be divided into different categories. One category includes terms such as global, transnational, regional, world — all of which are used to describe education.

By initiating a discussion and perhaps a debate, it is hoped that we will start and continue to critically assess what we mean and what are the goals and intentions for international education and the process of internationalization.

A second category includes terms such as comparative, intercultural, development which are also frequently used to describe education and are often confused with international. This second category is not as homogenous a grouping of terms as the first category.

To define education is a challenging and complex task. It can even be controversial. For the purposes of this paper education can be defined in a generic way. "Education is 1) the act or

process of educating or being educated, 2) a particular kind or stage in education, 3) a development of character or mental powers" (Oxford Dictionary, 1992). All three aspects of the definition are relevant to this discussion but the notion of "a particular kind of education" is key.

A clear definition of the adjective international is "existing, involving or carried on between two or more nations" (Oxford Dictionary, 1992). It is important to note that this definition rests on the concept of nation or, in other words, nation state.

The next step is to combine these two terms and attempt to analyze the meaning of international education. In a literal sense, international education can be interpreted to mean "a kind or process of education which involves, relates to or is carried on between two or more nations." Developing a definition of "international education" in such a literal way results in a rather neutral approach to the concept. This has certain advantages and disadvantages.

The notion which is not emphasized in this definition is the idea of education *about* nations and the relationships between or among nations. However, one could argue that this latter point relates to "international studies" and not "international education" per se. This requires a distinction between the terms education and studies. Educating/education is primarily thought of in terms of the teaching/learning process while studies most often refers to the pursuit of academic knowledge in a specific field or discipline. Therefore, the curriculum or content is especially important. At the risk of oversimplifying the relationship between these two concepts, the focus in education is the teaching/learning process and the focus in studies is content or curriculum.

It is enlightening to examine other formal and informal definitions of "international education". For instance, the *International Encyclopaedia of Higher Education* (1994) states that "international education refers either to the objectives and

content of certain education pursuits or to the internationalization of such activities... As a scholarly pursuit it is a cross-disciplinary study of international and intercultural education problems in their social context." The key points inherent in this description are that both purpose (objectives) and content of international education are emphasized. This is the most recent formal description available from an encyclopaedia or dictionary dedicated to education. It has a strong orientation to the content of the education which as already pointed out may be better described using the term studies.

There are countless definitions and interpretations of international education. They differ according to the perspective of the stakeholder whether it be an educational institution, a government department, a practitioner, a researcher, a student, a corporation or one of the many non-governmental organizations or professional associations which promote and support international education. Of course, different countries, cultures and academic disciplines also bring differing points of emphasis and orientation to the meaning of international education. It is an endless task to examine all the existing definitions.

4.2 A Conceptual Framework

Instead of analyzing specific definitions of international education, a review of the different elements used to define the term is presented in Table Two. It needs to be emphasized that this framework is a work in progress, intended to provoke reflection and discussion on what we mean by international education, and its relationship to global, transnational and even regional education.

These different elements or approaches used to describe international education are not mutually exclusive. They can be and even should be effectively used in combination with each other.

It is interesting to examine more closely the elements included in this framework. The notion of "involving or relating to different nations/countries" is germane to each category. The term nation probably needs to be defined to better understand the framework. The interpretation of the term nation state is a much-discussed topic these days. For the purposes of this discussion nation can be thought of as "a community of people with shared culture/s, systems and a common territory".

In conceptualizing the framework, it was tempting to include a category for the notion of borders, inferring that crossing national borders reflects the idea of an international education. Finally, the concept of "location of participants" was chosen instead of the term border. Border was eliminated because it is not the mere demarcation of physical territory which is important to international, rather it is the notion of a relationship among different nations' peoples, their culture and systems which is essential. Therefore, by explicitly linking the notion of country to the participant, one is always trying to include the idea of nation and its people, culture and systems.

Table Two: Elements Used to Define International Education

ELEMENTS	DESCRIPTION of INTERNATIONAL EDUCATION
Purpose	International education is described in terms of the intent or purpose. The international dimension of purpose/s can vary dramatically (e.g. academic, political, economic, social/cultural).
Outcomes	International education is described in terms of tangible outcomes. The anticipated outcomes can vary and are directly linked to purpose. Development of international competencies is one example of an outcome.
Activity	International education is described in terms of the teaching/learning and scholarly activities which involve or relate to two or more nations. Such activities could include international exchanges of students, staff and scholars; off-shore campuses or programs; international students; international research or training initiatives, etc.
Content	International education is described in terms of content of studies which focus on learning about specific aspects of different countries (i.e. culture, language, economy, governance, environment) and the relationship between and among nations.
Location and Interaction of Participants	International education is described in terms of the interaction and location of participants from different countries. Participants can include students, teachers, scholars or even institutions.

4.2.1 Analysis of the Framework

It is an interesting and important exercise to analyze and discuss each of the five basic elements with respect to developing a definition. An important aspect of the analysis is to determine whether any of the elements can stand alone and exclusively define international education.

Purpose

Is there one defining or macro-level purpose to international education? More importantly, should there be one or even a set of purposes which delineate and define international education? The answer to both of these questions, in the author's opinion, is no. There are clearly different rationales

and purposes attributed to international education and the process of internationalization. They differ within and between different countries, institutions and stakeholder groups as discussed in section three of this paper. Given the current diversity, change and sometimes tension related to implicit and explicit purposes of international education, it would be a huge challenge and perhaps misdirected to attempt to define international education in terms of an overriding purpose. More importantly, would a purpose-based definition of international education advance the contribution and improve the field of international education itself?

Outcome

There is more and more attention being given to an outcome-based approach to education. One of the reasons is the need for education to be more accountable to its supporters, especially public support and investment. Another reason is linked to increasing expectation on higher education to prepare graduates for the changing and more globalized marketplace. Does this mean that international education should be defined in terms of specific outcomes? Outcomes are linked to purpose and rationale and are clearly value-laden. Outcomes could include scholarly and research achievements, competencies of graduates, products of new international partnerships, generation of income, etc. Acknowledging the importance of outcomes is important but is it appropriate to move towards an outcome-based definition of international education?

Activity

The most common approach to describing and defining international education has been in terms of activities. The activities have traditionally included study/work opportunities, international students, international exchange agreements and other forms of academic cooperation and relations. New and different types of opportunities, partnerships, needs, issues have resulted in a host of new activities by higher education institutions and other private providers. These include off-shore campuses, franchised courses, new types of mobility programs, joint degrees, contract training, to name only a few. What is the impact of the increasing number and diversity of activities on how we describe and define international education? Should a definition of international education be based on a listing of specific activities? The answer to this question is not as clear. Further questions arise. Is any activity which is deemed both educational and international in nature part of the practice/ field/ profession of international education? In short, does "international education" include any and all international education activities? This is a challenging and debatable question and gets to the heart of defining international education.

Content

The comments made earlier in this paper on the relationship between international education and international studies

have particular relevance to the appropriateness of a content-oriented definition of international education. The key question is whether the content/curriculum should be the defining element of international education. The answer is probably no if the distinction, but close connection, between international studies (content) and international education (process) is recognized.

Location and Interaction of Participants

International education is frequently described in terms of where it takes place, usually either out of your home country or

“International education is a kind of education where the purpose, outcomes, activities, content or participants relate to or involve the people, culture and systems of different nations”.

in your own country with participants from other countries. This is especially true for those involved in academic mobility schemes where students, scholars and teaching/administrative staff are on exchanges or visits. However, the new information and communication technologies are allowing more interaction, new types of

relationships and new education opportunities to happen without individuals ever leaving their own country or home institution. Therefore, this approach to international education is focusing on the involvement, relationship or interaction between participants who could be located in different countries or participants coming from different nations located together in the same country. Participants include students, teachers, scholars, etc. This approach to defining education is increasing in complexity and changing rapidly. However, the question which needs to be asked and answered is whether international education should be defined in terms of the interaction and location of participants from different countries/nations. The answer does not seem to be a clear yes or no. The importance of the interaction between participants of different nations is recognized but controversy exists as to whether this is the defining element. Part of the complexity of this question is the issue of cultural background and/or citizenship versus the actual location or country of origin of participants. This is an evolving and fascinating aspect and is linked to the discussion on the relationship and meaning of intercultural and international education.

A closer examination of the framework reveals the complexity within each element and the intricacies of the relationships between the different elements. The analysis also begs the question as to how the five elements relate to or contribute to a generic definition of international education. The term generic definition is used given the levels of complexity already cited and the need for a definition which can be understood, accepted and used in different parts of the world and by different types of institutions and stakeholders.

The proposed definition of international education introduces the five different elements of the framework and presents education as a kind of education versus the actual process of educating.

“International education is a kind of education where the purpose, outcomes, activities, content or participants relate to or involve the people, culture and systems of different nations”.

This definition is intentionally generic. Perhaps it is too general and perhaps it offers too many options and too few essential requirements. The five basic elements are included to acknowledge their fundamental role in defining a kind or type of education, namely international education. However, specific purposes, outcomes, activities, content, participants are purposely not included as the definition would become too narrow in scope and value laden. It is important that a definition of international education be neutral and encompassing. It is important to note that it is not necessary for all of the five elements to be present in describing or defining international education.

The most crucial aspect in the proposed definition is the emphasis on the notion of “inter” or “involving” the people, culture and systems of different nations. It is this last point which distinguishes international education from global and transnational education which are discussed in the next section.

4.3 Defining Transnational Education

In the field of education the increase and diversity in the use of the terms transnational and global is one of the most noticeable changes in the last decade. Transnational in a literal sense is defined to mean “extending beyond national boundaries” (Oxford Dictionary, 1992).

In practice, transnational education seems to be used to describe education programs which are being delivered across national borders. The notion of crossing jurisdictional boundaries of a country is key. To date, it does not appear to be used in relation to the purpose of education. But it is being used in terms of content and outcomes and in the development of competencies. An interesting study on “transnational competencies” looked at the nature and importance of the relations between Japan and the United States of America and focused on the issue of transnational competencies (IIE, 1997). The identification of transnational competencies does not appear to be fundamentally different than some of the research being done on international competencies (Wilson, 1998).

It is therefore challenging to try to differentiate between transnational and international competencies. A discussion on the differences between international and transnational competencies (and global competencies) is needed. Serious thought needs to be given to exploring whether there are differences in reality or merely in semantics. Is this a case where new terms are being used to describe the same concepts or even existing ideas?

The Global Alliance for Transnational Education (GATE) which was founded in 1995 has developed a definition of transnational education. GATE defines it this way:

Transnational education denotes any teaching or learning activity in which the students are in a different country (the host country) to that in which

the institution providing the education is based (the home country). This situation requires that national boundaries be crossed by information about the education, and by staff and/or educational materials (whether the information and the materials travel by mail, computer network, radio or television broadcast or other means). (GATE,1997)

Examples of transnational education include branch or satellite campuses, twinning and franchised programs, and distance education programs.

It is important to note the distinction between international education and transnational education. The former emphasizes the process of educating and the relationship which exists between or among people, culture and systems of a nation, while the latter focuses on activities of education and the crossing of borders. It could be said that the crossing of borders tends to be more closely linked to the idea of a trade commodity which is being imported/exported across jurisdictional boundaries. This is an important and fundamental difference which merits further exploration and analysis.

Transnational is used in another way by Holzner and Harmon (1998) who have developed an international knowledge system matrix. Five major components form the backbone for the matrix, as follows: area studies, transnational studies, global studies, student exchange and international scientific and professional activity. It is both intriguing and perplexing to note that international studies is not a major component. Why? Is it because together the five components create the international knowledge system? Is international being used as an umbrella term and, therefore, thought to include area, global and transnational studies? Or is it that transnational studies are being used instead of international studies? Is there a clear difference between these two terms? The mission/activity attributed to transnational studies by Holzner and Harmon is "to acquire general knowledge about the behaviour of states and other actors through the examination and comparison of several cases". There is definitely a comparative studies element to this description and nation state is implied. One can ask therefore, what is the fundamental difference between international studies and transnational studies given the description they use for transnational studies? Is this a case where transnational is a term which is now replacing international studies? If so, it is an example of the confusion which is being generated through the interchangeable nature of the terms.

There are two additional observations to make with respect to terminology. The first is that transnational education does not appear to have been formalized or institutionalized yet. It does not appear in dictionaries or encyclopaedias dedicated to the field of education. If and when this happens clarification on its relation to other terms, especially international education, will definitely be needed. The introduction of new terms is useful when and if the new term is distinct from related terms and provides added depth and dimension.

The second point focuses on the observation that the term multinational has not entered the parlance of higher education

in any significant way. Multinational still seems to be mainly used in the private sector and it too is now being replaced with the term transnational as in transnational corporations. This evolution is markedly different from what is happening in the education sector.

4.4 Defining Global Education

The use of the adjective global is being applied to every sector and aspect of life. The global city, the global village, the global economy, the global nation, global citizenship are all frequently used terms today. Not only is the term being used more frequently but also it is clearly taking on new meanings.

The term global is also widely applied to describe many aspects of higher education. We hear about global education, globalization of education, the global university, global competencies, global managers, global leaders, global studies, and global strategies. What does global mean in these instances?

The literal meaning is "worldwide" or "relating to the earth or world as a whole"

(Oxford Dictionary, 1992).

Inherent in the practical use of the term seem to be the notions of connectedness, interdependence and worldwide. These ideas stem from the revolution in our communication and information technologies and the increasing interdependence due to worldwide or borderless issues

like pollution, population, migration, health, human rights, and security. Thus the meaning of global education rests primarily on the concepts of the world and worldwide.

The central feature which distinguishes global from international or transnational is the concept of nation. The idea of nation and the relationship between nations is not explicit in the definition of global. An adage which may be appropriate to the discussion on global is "the whole is greater than the sum of the parts" meaning that "global is more than the collection of individual nations". A lively debate continues as to whether the increasing emphasis on global is in fact weakening the strength of nation state with respect to economy, culture and identity, governance systems, etc.

Returning to the arena of higher education, it is important to examine the definition of global education. Is there any consensus on the meaning of global education? A literal definition would be "a kind of education which involves or relates to the globe". What does this mean? In practice, global education has traditionally been interpreted in the sense of content or curriculum with the primary emphasis on a global (worldwide and interdependent) approach to subject matter and issues. In this case, global education is more closely aligned with global studies and may explain why global education and global studies are used interchangeably.

While global education is often used synonymously (and

While global education is often used synonymously (and erroneously) with international education, there is more prominence given to the idea of globalization than to global education itself.

Table Three: Defining International, Transnational and Global

Concept	Meaning	Application to Education
International	Of, between or among nations Nation is seen as a group of people with a common territory and economic system and shared culture/s and language/s	Education which involves, and/or relates to the people, cultures and systems of different nations
Transnational	Extending across borders or over nations	Education which occurs across borders of nations
Regional	A grouping of nations usually based on physical proximity or a particular part or area of the world	Education which involves and/or relates to nations that are in close proximity to one another Can be seen as a subset of international education as the key element of between or among nations is applicable
Global	Relating to the world/globe as a whole	Education which involves the world and concerns worldwide issues

erroneously) with international education, there is more prominence given to the idea of globalization than to global education itself. It is almost impossible to read an article on the issues or challenges facing higher education which does not address the impact of globalization. In fact, there appears to be more interest in the impact of globalization on higher education than the globalization of education itself. This warrants further study and will be discussed in the next section.

4.5 Globalization and Internationalization

The first issue to discuss is the effect of globalization and its relation to higher education. Many would argue that the impact of globalization on the economy and technology is equivalent to the impact of the industrial revolution. It is not the purpose of this paper to explore or debate this issue but to highlight the potential implications for higher education. Section two identified many of the opportunities, challenges and changes that globalization presents. However, what has not been discussed is the relationship and meaning of globalization and/or internationalization of higher education.

The distinction between internationalization and globalization of higher education is controversial and often debated in higher education circles. In fact, it is not the literal meanings of these terms which causes the debate but the implied purpose and impact of internationalization versus globalization which is at the root of the controversy.

Global has been defined as "relating to the world/globe as a

whole". In a more applied sense, globalization can be interpreted as "the flow of technology, economy, knowledge, people, ideas ...around the world and across borders" (Knight, 1997). This clearly has direct implications on the higher education sector's responsibilities for the production and distribution of knowledge and the development of the human resource capacity of a country. One of the responses to the impact of globalization has been the internationalization of teaching/learning; research and service functions of higher education institutions in terms of increased cooperation, competition, and collaboration between and among countries in academic activities and scholarly pursuits. In this context, internationalization of higher education is seen as one of the proactive responses to the increased worldwide circulation of ideas, technology, economy, people, etc.

On the other hand, one can cogently argue that the globalization of higher education is also a response to or result of increased globalization. Many of the issues, challenges and opportunities cannot be adequately addressed at the national level or within a national context only. However, the defining difference is that internationalization is based on the relationships and involvement of the people, cultures and systems of different nations. An "inter nation" approach is the key to internationalization whereas the central feature for globalization is a "worldwide" perspective or approach. Both concepts have strengths and weaknesses and clearly warrant further elaboration and analysis.

By emphasizing the idea that internationalization of higher

Table Four: Concepts and Derivatives

CONCEPT	ISM (principle, value)	IZATION (process)	EDUCATION (kind of)
International	Internationalism	Internationalization	International Education
Global	Globalism	Globalization	Global Education
Transnational	Transnationalism	—	Transnational Education
Regional	Regionalism	Regionalization	Regional Education

education respects and builds on the concepts of the people, culture and systems of a country, one is implying that respect for and understanding of differences and similarities between and among nations is fundamental. Does globalization of higher education mean the same thing? Probably not. The emphasis shifts to issues and actions which are worldwide in scope. One of the perceptions about globalization is that indigenous knowledge systems and cultures are not being respected and there is a strong potential for homogenization of cultures and standardization of systems. It is precisely this impact which is at the heart of the concern about globalization.

An alternative point of view regarding the link between homogenization of cultures and globalization is held by Huntington (1997). He sees that the globalizing forces of free markets leads to “peoples and countries with similar cultures coming together” and that cultural identity will play an increasingly stronger not weaker role in world politics. He talks about the concept of civilizations not nation states. By civilization, he means countries with similar cultures and religious traditions who form a cohesive group. The “clash of civilizations” along cultural lines is foreseen with the West (the United States at its core) being dominant but clashing with Islamic and Chinese civilizations because “what is universalism to the West is imperialism to the rest”. This last statement also links to the concern about globalization being a neo-colonist approach to international relations. There are diverse and obtuse issues to explore about the effect of globalization on higher education and secondly, the long-term implications of globalization and/or internationalization of higher education.

The focus of this section has been on the suffix “ization” applied to global and international. Another important suffix is “ism” which signifies any belief, theory, system or principle. Table Four presents in chart form the three key concepts plus the different suffixes. The purpose of including the chart is to stimulate reflection of the fundamental principles which underlie the concepts which have been discussed. The relationship and differentiation between and among these terms is important but sometimes subtle and always complex.

5.0 DIRECTIONS AND QUESTIONS

Worldwide issues and trends are presenting challenges to the higher education sector. Institutions, both public and private, are being both proactive and reactive. One of the key agents and targets of change is international education itself. Internationalization is also in the process of transforming institutions and being transformed itself. An era of turbulence is the result.

The purpose of this final section is to pose questions and provoke reflection. Section two presented a number of worldwide issues which have direct implications for international education. Globalization of the marketplace, knowledge-based society and economy, the evolution and revolution of technology, and lifelong learning are bringing new and different demands, opportunities and risks to the higher education sector. A careful analysis of the strengths, weaknesses, opportunities and threats needs to be done to guide the proactive and reactive measures being undertaken by higher education institutions. Developments like virtual universities (notably the Arctic University), off-shore and franchised campuses or programs, strategic partnerships, innovative learnware and courseware are only a few examples of the approaches and activities that are challenging and changing higher education. Will these developments transform the current concept of an international student and international education? A single university with campuses or partners in many countries can provide students with virtual or physical access to information, teaching/learning experiences, and scholarly activities from around the world: will people-to-people exchange fade away?

Other issues such as increasing costs and decreasing government support are forcing higher education institutions to be entrepreneurial and commercially oriented in order to maintain accessibility and academic standards. National policies and priorities, especially foreign affairs and labor market policies, are having a greater influence on colleges and universities.

Current issues and trends are forcing us to examine more closely the rationales driving internationalization and international education. An analysis of the four major types (academic,

economic, social and political) of rationales as discussed in section three reveals major shifts within categories and also a

What concepts (and values) will be attached to internationalization and international education—development, partnership, exploitation, solidarity, quality, commercialism, prosperity, homogenization, advancement, competitiveness, massification, pluralism—when commentators reflect on the international dimension of the last two decades of the twentieth century?

change of emphasis between categories. Are these changes temporary fluctuations or are they signs of a fundamental transition in why internationalization is important to higher education? Is the promotion and preservation of national culture a rationale serving as a temporary antidote to the fear of homogenization or a uniculture world? Will the current emphasis on economic and scientific competitiveness among nations steer the national research agenda? Is there a gradual but perceptible shift from academic cooperation to market-driven competition and will it increase and have more influence in shaping the nature of international education? Does international education contribute to increased international understanding and peaceful relations among nations?

Are we using the intellectual capital of countries to find solutions to many of the borderless issues and challenges facing us? Will students feel rooted in their own culture and country but be committed and capable of understanding the increasingly interdependent nature of the world?

Finally, what will be the impact of our internationalization efforts in the year 2010? How will the 1980's and 1990's be remembered in terms of the achievements and societal contribution of international education? Will our efforts today have a major impact on tomorrow? Are we aware or alert to what these consequences might be? What concepts (and values) will be attached to internationalization and international education—development, partnership, exploitation, solidarity, quality, commercialism, prosperity, homogenization, advancement, competitiveness, massification, pluralism—when commentators reflect on the international dimension of the last two decades of the twentieth century? A primary reason for asking these questions is to think about why and what we are doing in our efforts to internationalize higher education.

The next decade will be critical for the international work of higher education institutions. Which approach will dominate—a market approach, academic cooperation and collaboration, or something else? Where do international development and service projects fit into the scheme of things? International development projects have played an important and influential role in the history of development of the international relations

of higher education institutions. Will the opportunities for the commercial (import/export) aspect of international work take precedence over the development-oriented work or, for that matter, the international dimension of teaching and research? These are *not* mutually exclusive approaches, but policy-makers must carefully ponder the degree of priority to be given to each approach and which, if any, should be dominant. Obviously the various thrusts can either reinforce or erode each other. Balance must be achieved.

This brings us full circle to the terminology that we are using in our work as international educators. As rationales shift, as activities diversify, as outcomes take on increasing importance, as the nature of the interaction among the participants changes, so will the terminology. The discussion on terminology has focused on the differentiation and relationship between and among international, global, transnational and regional at a fundamental level. A similar examination of the vocabulary needs to happen with respect to the terms used at the activity level. For instance, a study of the nomenclature related to academic mobility needs to be undertaken to understand the similarities and differences between study abroad, international exchange programs, semester abroad, work/study abroad, foreign internships, and field work to name but a few of the expressions being used in relation to student mobility. The dramatic increase in ways and means of knowledge and information access and mobility introduces another entirely different and exciting domain to academic mobility and international education.

The same plethora of terms exists in relation to education activities which are offered external to the country of the institution providing the education and degree designation. These include off-shore education, branch campuses, distance education, transnational education, franchised education, satellite programs, twinning arrangements among others. These terms are often being used interchangeably and confusion reigns. An analysis of the principal theme or concept which distinguishes these terms or links them is needed followed by the development of a taxonomy. Clarity in understanding the assumptions and principles behind these terms is essential. We cannot afford to be muddled and to meander through the potential minefields of emerging international education activities.

In the year 2010, how will commentators describe and analyze the impact of internationalization and international education both at home and abroad over the last 25 years? Let us hope they will say we were bravely open to the challenges and changes facing us, but mindful of the larger philosophical questions about why and what we were doing and the ultimate consequences for humanity and our planet.

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List of abbreviations

APEC	Asia Pacific Economic Council
AUCC	Association of Universities and Colleges of Canada
ACCC	Association of Canadian Community Colleges
ASEAN	Association of South East Asian Nations
CBIE	Canadian Bureau for International Education
CEC	Canadian Education Centre
CERI	Centre for Educational Research and Innovation
CIDA	Canadian International Development Agency
CMEC	Council of Ministers of Education of Canada
DFAIT	Department of Foreign Affairs and International Trade
EAIE	European Association for International Education
EC	European Commission
ERASMUS	European Action Scheme for the Mobility of University Students
EU	European Union
GATT	General Agreement on Trade Tariffs
GATE	Global Alliance for Transnational Education
IDRC	International Development Research Centre
IIE	Institute of International Education
IMHE	Institutional Management in Higher Education
NAFTA	North American Free Trade Agreement
NGO	Non-Governmental Organization
OECD	Organization for Economic Cooperation and Development
UMAP	University Mobility in Asia Pacific

TABLE OF CONTENTS

1.0	Introduction	
1.1	Purpose	1
1.2	Outline	1
1.3	Terminology	2
2.0	Worldwide Issues and Trends	
2.1	Globalization of the Marketplace and Economy	2
2.2	Regionalization	3
2.3	Knowledge-based Society and Economies	3
2.4	Information and Communication Technologies	4
2.5	Impact of Labor Market	4
2.6	Borderless Issues	4
2.7	Lifelong Learning	4
3.0	Rationales	
3.1	Diversity of Rationales	5
3.2	Academic Rationales	5
3.3	Political Rationales	7
3.4	Economic Rationales	7
3.5	Cultural and Social Rationales	8
3.6	National Policy	9
4.0	Evolution of Terminology and Concepts	
4.1	Defining International Education	9
4.2	A Conceptual Framework	10
4.2.1	Analysis of the Framework	11
4.3	Defining Transnational Education	12
4.4	Defining Global Education	13
4.5	Globalization and Internationalization	14
5.0	Directions and Questions	15
	References	17

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